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MANPOWER COMMISSION

PROPOSED

MANPOWER COMMISSION  
CITY OF OAKLAND  
MARCH 1969

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## EMPLOYMENT: THE PROGRAM JUNGLE

### I. THE PROBLEM OF FRAGMENTATION

Because Oakland is an area of high unemployment and underemployment, our city receives numerous federal programs in the manpower field - training projects, employment assistance, and economic development. The accompanying Table I (THE PROGRAM JUNGLE: MANPOWER SERVICES IN OAKLAND) shows both the multitude of these programs and the fragmentation among the local agencies which carry them out. According to a recent 701 study of Oakland, "the administrative complexities have grown to the point that persons directly concerned with programs are often unaware of related or conflicting activities of other agencies." Some of the major federal employment programs in Oakland are:

Manpower Development and Training Act: Title II. In Oakland, institutional MDTA training is offered at the East Bay Skills Center, currently operated by the Peralta Junior College District. The California State Employment Service is responsible for selection and referral of trainees. On-the-job training funds under this act are contracted to a nonprofit organization, the Urban League, which is authorized to negotiate with individual employers to train unemployed or underemployed individuals referred to them. The State Department of Employment screens referees for adherence to minimum requirements.

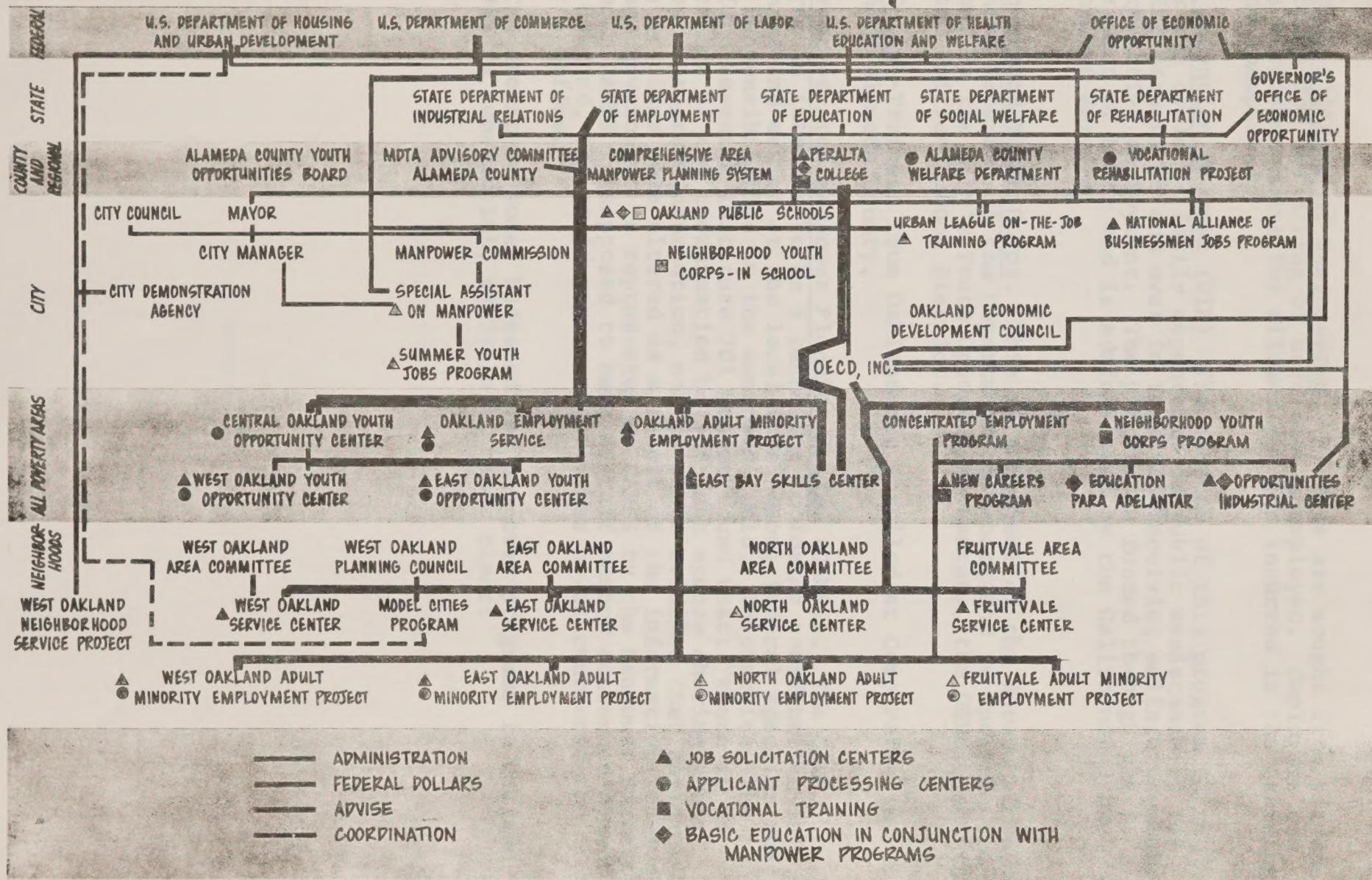
MDTA--Section 241. Because Oakland is a redevelopment area as a result of its unemployment rate, unemployed persons residing in the city may be eligible for training and allowances under Section 241 without the restrictions that apply to other sections of the act.

Concentrated Employment Program (CEP). In Oakland, the prime sponsor for this program is the poverty Community Action Agency--the Oakland Economic Development Council, Inc. This agency, which severed its tie with the city government in 1968, administered the 1968 program through the following delegate agencies: California State Employment Service (recruitment, screening, neighborhood services), Opportunities Industrialization Center (basic education, pre-vocational training, counseling and follow-up), Spanish Speaking Unity Council (training in English), and the Group to Industrialize the Ghetto (training and job placement). In addition, the OEDCI administers a New Careers Program and works from neighborhood service centers in a program of "target area job development."



TABLE I

# THE PROGRAM JUNGLE: Manpower Services in Oakland





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National Alliance of Businessmen. Pledges are sought from private employers for the hiring of hard-core unemployed. Employers can receive reimbursement for allowable costs incurred in the training of the unemployed.

Work Incentive Program (WIN) The purpose of this program is to break the cycle of family dependence on public assistance by returning persons 16 and over in families receiving welfare payments to productive employment. The program is funded through the U. S. Department of Labor and is administered by the California State Employment Service.

Neighborhood Youth Corps. This is a project of the Bureau of Work Training Programs of the Department of Labor, and is sponsored in Oakland by the city's Youth Opportunity Centers, the OEDCI, and the Oakland Unified School District.

Job Corps--Trainees from Oakland are enrolled at Camp Parks in Southern Alameda County.

Cooperative Area Manpower Planning System (CAMPS). The CAMPS Program is intended to be a technique to foster coordination in planning and action at the local level among federal agencies that have responsibilities in the manpower field. In practice, the Stanford Research Institute 701 report found that: "there is no indication of any coordination beyond each agency sharing their proposed program information, nor is there evidence that any programs or plans were altered as a result of the information received." Oakland government is represented on CAMPS by the Manpower Director. Although CAMPS is supposed to have a staff member concerned directly with Oakland, the staff representative has never contacted the Mayor's Office.

The amount of money budgeted for manpower programs in Oakland in 1969 is substantial, as Table II makes clear:



TABLE II  
FEDERALLY FUNDED MANPOWER PROGRAMS IN OAKLAND

<u>PROGRAM</u>	<u>FISCAL YEAR 1968-69</u>	<u>POSITIONS</u>	<u>FUNDING</u>
<b>L. CALIFORNIA STATE DEPARTMENT OF EMPLOYMENT</b>			
A. Employment Service Activities			\$ 1,966,000
B. Unemployment Insurance Administration			385,000
C. WIN (Work Incentive Program)	624		633,100
D. Farm Labor Office Administration			45,000
E. Miscellaneous: Audit, Appeals, Investigation			552,000
F. U.C.F.E.-UCX (Federal employee benefits)			1,034,000
		624	
			\$ 4,615,100
<b>II. MDTA (MANPOWER DEVELOPMENT TRAINING ACT)</b>			
Institutional Allowances and Training Costs			
A. Regular: East Bay Skills Center	440		
San Hidalgo	120		
Healds College	40		2,747,756
B. Sec. 241-Skills Center, Aircraft Maint.	270		1,448,908
		870	
			\$ 4,196,664
<b>III. CEP (CONCENTRATED EMPLOYMENT PROGRAM)</b>			
A. MDTA: O.I.C.	700		
E.P.A. (Spanish)	75		1,469,213
B. Economic Opportunity Administration			
IB: G.I.G.,			
Project Value: New Careers	275		2,666,700
		1,050	
			\$ 4,135,913

(continued next page)



TABLE II (cont.)

<u>PROGRAM</u>	<u>FISCAL YEAR 1968-69</u>	<u>POSITIONS</u>	<u>FUNDING</u>
<b>IV. OJT (MDTA) ON-THE-JOB TRAINING</b>			
A. Urban League		400	\$ 440,860
B. Bay Area Construction Apprenticeship		40	45,024
C. Project Up-Grade (To Journeyman)		<u>100</u>	<u>439,700</u>
		540	\$ 925,584
<b>IV. NYC (Neighborhood Youth Corps)</b>			
A. In School - Board of Education			
Regular		273	
Summer		530	379,530
B. Out of School - OEDC,I		124	318,480
C. Special Summer - OEDC,I		<u>1,433</u>	<u>555,360</u>
VL Job Corps (O.E.O.)		397	\$ 1,253,370
		Summer 1,963	
VL Job Corps (O.E.O.)		200	\$ 1,200,000
VII. NAB-JOBS (National Alliance of Businessmen) In Use		500	\$ 1,500,000
VIII. Human Resources Development Institute (AFL-CIO)			\$ 30,000
IX. Vocational Education (Peralta and Board of Education)			\$ 600,000
		Regular 4,181	
		Summer 1,963	\$18,456,631



The total of 4,181 regular "slots" plus 1,963 summer positions in comparison with the 13,000 unemployed in Oakland (whose idle-ness represents an economic loss of over \$33 million to the city) appears at first glance to be substantial.

However, these figures are deceptive. The total number of slots far exceeds the actual number of persons prepared for employment because many of the enrollees who complete one program pass into other programs rather than enter the job market. For example, an NYC trainee may subsequently go on to MDTA institutional training and then be placed in a NAB job, thereby accounting for three funded "slots". Furthermore, it is likely that the federal government will recapture some of its authorized expenditure because individual projects fail to achieve targets and use all funds available. Finally, experience has shown that each of these programs experiences significant dropout and failure rates. The funded 6,144 adult and youth positions probably involve less than half that number of persons.

The problems in the manpower area are difficult enough without compounding them by excessive fragmentation. To attack this critical problem, the 701 study concluded that the time has come for the establishment of a single point within the City with responsibility for:

- Specifying the City's overall manpower objectives.
- Identifying the most effective programs for achieving these objectives.
- Identifying funding sources.
- Applying for funds.

Now the question is: Which body in the city should be the point of responsibility for co-ordination? Because the problem of unemployment is a community-wide problem, demanding involvement of employers and jobless alike, an agency is needed which can lead a total community response to this problem. The city government, which is directed by officials elected from the community at large, is the logical place to co-ordinate manpower programs. The city government is visible, has access to publicity, and is in a position to open communications between those who can develop jobs and those who need them.

With these considerations in mind, the City Council in 1966 created a Manpower Commission with the intent of coordinating all employment efforts in this City. We sought and obtained voluntary agreement by many of the affected agencies to cooperate with the Manpower Commission to develop a common strategy.



The Commission consisted of 18 citizens representing business, labor, clergy, government and minority groups; a staff director was provided.

However, shortly after this, the Federal government made a decision to funnel job development programs through the Community Action Agency and to bypass the city government. The Oakland C.A.A., the OEDCI, determined to develop their own programs and withdrew all support from the Manpower Commission. This effectively defeated the purpose of the Commission and the Mayor and City Council terminated its existence in 1968.

This Community Action Agency is not representative of this full community - particularly business, education, and labor. The OEDCI does not have rapport with the business community - which, after all, provides the jobs. 1969 is a critical year for Oakland: a large part of the Economic Development Administration's highly-publicized \$23 million dollar program in our city is in danger of being lost unless the Federal Government, the Port of Oakland, and World Airways can agree on an acceptable employment plan. Here, as elsewhere, the City Government appears to be a logical line of communication. The EDA has indicated that, if the city can devise an acceptable method of mediating and enforcing federal employment contracts with the Port, then the EDA-World Airways hangar project can be saved. The urgency of this project for Oakland cannot be overstressed.

Fragmentation, then, is the major problem in Oakland's manpower effort: Fragmentation both between agencies and between employers and the jobless. Because City Hall is the logical focus of coordination and communication between these groups, it is proposed that the City of Oakland re-establish the Manpower Commission to accomplish this task.

## II. FEDERAL GUIDELINES--INHIBITION OF CITY CO-ORDINATION

A major obstacle to the city's taking over the role of manpower coordinator is found in present federal guidelines. According to a memorandum of agreement which was signed on April 12, 1968 by the OEO and the Department of Labor: "The Community Action Agency (CAA) in a community is the presumptive prime sponsor for the community of any Title I-B program operated under delegation from OEO by the Department of Labor." This agreement was made in exchange for delegation to the Labor Department of the administration of Title I-B of the Economic Opportunity Act.



Among the crucial programs in Title I-B are: Concentrated Employment Program, Neighborhood Youth Corps, Operation Mainstream, and New Careers. Exceptions to the "presumptive" prime sponsorship of the Community Action Agency may be proposed by OEO or Department of Labor and exceptions noted by one agency must be reported to the other with full documentation of the reasons for the exception. Disagreement by either agency to such exception refers the matter to Washington DOL and OEO management.

In actual practice, it appears that "presumptive" prime sponsorship of CAA is a powerful influence on decisions. Manpower Administration Order No. 12-68 (October, 1968) provides for implementation of Title I-B of the 1967 Economic Opportunity Act Amendments. A community program area must be designated by the Administrator for the planning and conducting of comprehensive manpower programs. According to this directive: "The Community Action Agency in a community is the Prime Sponsor of a Comprehensive Work and Training Program and shall be chosen unless it is jointly determined by OEO and DOL to be incapable of performing the functions of a Prime Sponsor and cannot be feasibly provided with that capacity."

Only if these guidelines were changed, to facilitate the city's taking a role of leadership in the manpower area, would the creation of a Manpower Commission be practicable. Meaningful coordination requires real responsibility and real authority - and appropriate funding.

### III. THE TASKS OF THE MANPOWER COMMISSION

The Oakland Manpower Commission would consist of sixteen members, which is a number large enough to provide representation to segments of the Oakland community, but small enough to be able to conduct business effectively. Following the principle of full community participation, the commission would include balanced representation of business, labor, education and the poor. It is obvious that, without the cooperation of all these groups a total community effort in the area of unemployment is impossible. The Manpower Commission would seek to unite these groups in a coordinated program.



What would be the chief tasks of the Manpower Commission?

Planning and Information Gathering.

This function would include an identification of what job openings are presently available in Oakland and in the surrounding area. A continuing study of the unemployed population would be made. There should be long-range economic development projections of what jobs will be available in the future. (This work relates to the preparation of the Overall Economic Development Program, which the EDA requires from the city.) Plans and priorities will be set both for the long range, and for the upcoming year. (A chief weakness of the present program is that job potentials and training programs are not effectively related.) The Commission could maintain a control file of job applicants, participants in training programs, and employment opportunities.

Policy Coordination and Evaluation. Both information and policy would be coordinated by a City Manpower Commission "prime sponsor" for Federal programs. The commission would adopt goals and establish a citywide strategy for job training and placement. Review, audit and evaluation would be an essential task of the commission. Only programs which adhered to adopted policy, and which met justifiable targets based on that policy, would be funded.

Job Development. Through meetings with individual employers and groups of employers, the Manpower Commission would bring the prestige of its members and of the entire city government to bear in encouraging employers in the city to develop jobs for the unemployed and underemployed. The Commission would have advantages of access to the media to supplement this effort. In addition, the commission would be active in encouraging businessmen to take part in available federal programs--such as the National Alliance of Businessmen. It would sponsor the Summer Youth Opportunity Program.

Federal Contract Assistance and Compliance. To help bridge the gulf between recipients of federal manpower contracts and the federal government itself, the Manpower Commission would work through its staff to ensure that businessmen were given information on federal contracts and that those contracts were adhered to by the parties involved. In the present critical series of negotiations between the EDA, the Port of Oakland, and World Airways, the Manpower Commission could take the lead in ensuring that employment provisions of the contract were followed. Such a role would insure an effective EDA program in Oakland in the future.



Jurisdiction. The Manpower Commission will be the prime sponsor for: CEP, NYC, MDTA Institutional (eventually), MDTA-241, MDTA-OJT. It would have a strong liaison with CAMPS, State Employment Service, NAB, Job Corps, WIN and Vocational Education.

**IV. ADMINISTRATION AND BUDGET.**

Table 3 outlines the projected staff and financial needs of the Manpower Commission. The total represents the administrative costs which would be required if the Commission were made the prime sponsor of federal manpower programs in the city. Such costs, it is assumed, would be borne as part of prime sponsor funding by the Federal government, as is now done for OEDCI, and other sponsors.



TABLE III

PROPOSED MANPOWER BUDGET  
(First Year)

3/69

<u>ITEM</u>	<u>AMOUNT</u>
<b>A. Personnel</b>	
Director	\$ 19,000
Deputy Directors - Coordination & Evaluation	
Job Training	16,000
Job Placement	16,000
Finance & Audit	16,000
Program Planning	16,000
(Work on O.E.D.P. with Planning Dept.)	
Assistant Directors	
Job Development & Compliance (2)	30,000
Youth Opportunity	15,000
Reports & Information	15,000
Training	15,000
Administrative Assistants (3)	36,000
1. To the Director	
2. Reports & Information	
3. Training	
Finance - Audit Staff	
Budget (2)	24,000
Auditor (2)	24,000
Accounts Clerk	7,000
Accountant	10,000
Property Clerk	7,000
Secretarial	
Executive Secretary	8,500
Receptionist	6,500
Secretary (5 @ 7,000)	<u>35,000</u>
Benefits (27%)	<u>\$316,000</u>
	<u>85,000</u>
	<b>\$401,000</b>

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PROPOSED MANPOWER BUDGET (cont.)

<u>ITEM</u>	<u>AMOUNT</u>
Balance brought forward	\$401,000
<b>B. Administration</b>	
a. Communications	6,000
b. Supplies, Postage	20,000
c. Miscellaneous expenses, Staff	12,000
d. Car allowance	6,000
<b>C. Conference Attendance</b>	6,000
<b>D. Projects - Seminars, Community meetings, etc.</b>	12,000
<b>TOTAL BUDGET</b>	\$463,000

NOTE: This budget anticipates participation of City services such as legal, audit and planning assistance. Such participation could more than match the usual 10% local share requirement. In this initial proposal no provision is made for office space. It has not been determined whether existing City Hall area would be adequate.

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